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ABSTRACT

This paper describes how decisions were made on procedures for counting the homeless population for the 1990 census. These topics are covered: (1) reasons the Census Bureau did not specifically label anyone as "homeless" while still including homeless persons in the census; (2) how the lists of sites where homeless persons might be found were compiled; (3) enumeration procedures, including procedures for shelters, streets, abandoned buildings, places of commerce, and open public locations; (4) what happened on "Shelter and Street Night" ("S-Night"), including media activity, hiring census takers, and training and payment; (5) impressions of data quality, including the count in shelters, the count of persons visible in the streets, and coverage of "doubled-up" families; and (6) publication of data. It is concluded that the Census Bureau had an effective method that was practical within the constraints of a decennial census and that many persons were added to the census who otherwise would have been missed; however, concern is expressed about the count of persons visible in the street. It is noted that information about limitations to the data are available to all users, and certain "lessons" for future improvements learned from S-Night are outlined. In general, the report finds that selected major components of the homeless population have been included and that the 1990 Census was an opportunity to get a clearer idea of the demographic diversity of homeless persons as well as of differences among areas of the country. A glossary of terms is included. (ABL)

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COUNTING THE NATION'S HOMELESS POPULATION IN THE 1990 CENSUS

Cynthia M. Taeuber and Paul M. Siegel
Population Division, Bureau of the Census

November 29, 1990

Presented at conference on

ENUMERATING HOMELESS PERSONS: METHODS AND DATA NEEDS

Washington, D.C.

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COUNTING THE NATION'S HOMELESS POPULATION IN THE 1990 CENSUS

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I. INTRODUCTION

The 1990 Census did not count "the homeless." There is no census question that identifies persons as homeless per se. Instead, the 1990 Census made special efforts to include homeless persons in the count. We also attempted to preserve data about persons counted in special operations for locations that were highly likely to include homeless persons.

Homelessness drew major national attention during the 1980's when advocates and service providers reported the homeless population was growing and included more families. Information about the numbers or characteristics of the nation's homeless population remained very uncertain. We did not know how fast the homeless population was growing. We did not know in what parts of the country it was growing fastest. And we knew little about the characteristics of the homeless population nationally.

Homeless persons are part of the population. The Census Bureau's task is to count the entire population. Also, demand for data about the homeless as a population group arose at Census Bureau meetings with other Federal government agencies and at Local Public Meetings held in every state as a part of the

decennial census planning process. Persons expressed thoughts similar to the poetic language of Abraham Lincoln when he said, "If we could first know where we are, and whither we are tending, we could better judge what to do and how to do it."

Homeless persons are likely to be missed through traditional decennial census methods and thus form part of the undercount the Census Bureau wanted to reduce. Thus, we had two aims: reduce the undercount and meet public demand for information about homeless persons. The Census Bureau began in the mid-1980's to plan methods to meet these goals. Homeless persons were included in previous censuses.[1] The 1990 census was, however, the first time that we worked so extensively with local areas to separately identify the locations where homeless persons stay. It was also

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[1]The Census of 1880 reported about 22,000 "outdoor paupers." The 1980 Census included homeless and highly transient persons in at least two separate operations. There is, however, no estimate of the number of homeless persons in 1980. In 1980, in the "M-Night" (Mission Night) operation, census takers interviewed persons until midnight in shelters, low-cost transient quarters, all-night movie houses, bus and railroad stations, and local jails. There were no procedures specifically designed to count persons living on the streets or in open public places. The closest was the 1980 "Casual Count" daytime operation which was conducted after the census during the summer in selected large central cities. Only persons 15 years and over were interviewed. Census takers interviewed people in pool halls, employment offices, food stamp centers, welfare offices, and designated street corners. The census takers asked the people at those sites if they had a usual place of residence outside of the city; if they said they did, the interview was ended. If not, census takers asked if they had been counted in the 1980 census; only if they said "no" were they asked to fill out a census form. About 51,000 persons were counted in the M-Night and Casual Count operations together.

the most extensive effort we have made to improve coverage of this particular population subgroup.

In this paper we will describe how we decided on the 1990 census procedures, what the procedures were and who we included in the different operations. We particularly want data users to know the limitations of the data. And finally, we will share some anecdotes about what happened on "Shelter and Street Night" (S-Night), March 20/21, 1990. This paper will not provide any numbers. We won't have the numbers until late 1991. A glossary of census terms is provided at the end of the paper.

This paper will expand upon the following six important considerations about the 1990 count of persons in selected locations where homeless persons stay:

1. There is no generally agreed-upon definition of "homelessness" and the 1990 Census did not impose one. Thus, the 1990 census includes homeless persons but does not specifically label anyone as "homeless." Data users may choose to infer that most people in specified locations, such as emergency shelters or visible in the street, are homeless.

2. The counts we will provide are defined by the operations that produced them -- special efforts to include <u>all</u> persons in shelters for the homeless on March 20 and visible on the streets in the early morning hours of March 21, 1990. The locations were identified by local governments and other local people.

Their lists supplemented information from national administrative records.

3. The methods we used to include the homeless missed an unknown number of homeless persons such as those hidden at night, persons in sites not known to us, and persons who were mobile during the night of our canvass.

4. An unknown number of "homeless persons" were counted in other aspects of the census -- in conventional housing units or in institutional group quarters.

5. The Census Bureau will provide data on several subpopulations which might be regarded as selected components of the homeless population. Users must deliberately and explicitly decide which to include for their own purposes.

6. The Census Bureau is not aware of any valid basis for extrapolating from the selected components of the homeless population we identified and counted in the 1990 census to the true homeless population of the United States.

II. PROCEDURAL DECISIONS

A. Goals and Uses of the Data. The overriding purpose of the decennial census is to determine how many Congressional Representatives each state will have. A primary goal of decennial census procedures is to attempt to count everyone. We count those who live in housing units, those who live in group

quarters, and those who have no usual home. We count people in urban and rural settings. We count children and adults. We try to count every person whose usual residence is in the United States on Census Day.

Use of the census for the allocation of funds requires the application of uniform methodologies across the nation. Most funding formulas for programs that benefit homeless persons depend on differences in the relative numbers, not the absolute numbers, of homeless populations among areas. Thus, uniform counting procedures throughout the country are crucial to the extent that they are subject to similar relative errors everywhere. The consistency of the procedures of a census throughout the country is one of its major advantages.

Counting homeless persons in a decennial census is a large and cumbersome process. Compared with a specific survey of homeless persons, a decennial census has major constraints on procedural choices. For example, in a census, the interviewers are new employees. New employees must be trained but cost considerations constrain training. Procedures have to be as simple and straightforward as possible. We consider the safety of both the census takers and the respondents. Census questions are basic and limited to those that are asked of everyone -- there can be none specific to homeless persons. We must protect the confidentiality of the information provided us. The census

is essentially a snapshot of a particular day, not a movie over a period of time. Thus, we must accomplish the count quickly.

B. Designing a Procedure to Include Homeless Persons in the 1990 Census. In arriving at procedures which could be employed in the 1990 Census, we drew on our own experience and testing as well as the expertise and research of numerous people:

- Census Bureau field staff who had experience in counting people in shelters.
- We made informal telephone calls to service providers around the country to gain a dose of reality and learn about the diversity in shelter arrangements around the country.
- Review of alternative methodologies for estimating the size of the homeless population as well as discussions with some of those who conducted the research[2].
- In April, 1987, we convened a meeting of principal investigators and persons who had actually been on the streets counting homeless persons in Nashville, Chicago, Baltimore, Washington, D.C., and Boston (see Appendix A).
- Tests of basic methods in the April 1988 Census Dress Rehearsal in downtown St. Louis, Missouri and a comparison of the nighttime procedure with a daytime procedure in downtown Baltimore, Maryland in June 1989.

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[2]Many studies are listed in: Government Accounting Office, Homeless Mentally Ill: Problems and Options in Estimating Numbers and Trends, Report to the Chairman, Committee on Labor and Human Resources, U.S. Senate, GAO/PEMD-88-24, August 1988.

We learned that estimates of the size of the homeless population ranged from 250,000 to three million.[3] The studies relied variously on expert opinion, administrative records from service providers, and on the standard statistical methods of surveys and censuses.[4]

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[3](1) In 1984, the Department of Housing and Urban Development used expert opinion to estimate 250,000 to 325,000 homeless persons in shelters or on the streets on an average winter night. See U.S. Department of Housing and Urban Development, Office of Policy Development and Research, "A Report to the Secretary on the Homeless and Emergency Shelters, Washington, D.C. 1984. This study was criticized by Richard Appelbaum (University of California, Santa Barbara) for using estimates for selected cities and then applying the estimates to much larger Ranally Metropolitan Areas which includes both central cities and outlying suburbs (2) Mitch Snyder and Mary Ellen Hombs used expert opinion to estimate 2.2 million persons (the number was later increased to 3 million). This study mixed point-in time counts with extended-period counts; some of the estimates were for cities and others for entire metropolitan areas. See Homelessness in America: A Forced March to Nowhere, Washington, D.C.: Community for Creative Nonviolence, 1984. (3) Martha Burt and Barbara Cohen of the Urban Institute conducted a 1988 study for the Department of Agriculture's Food and Nutrition Service in cities of 100,000 or more population. From their survey data, they estimated that nationally, on one night, about 108,000 people used shelters in large cities. They then made assumptions about the rate of homelessness in cities of less than 100,000, towns, and rural areas and an assumption that shelter-to-street ratios were constant across cities. From the initial data for large cities and their assumptions about other areas, they estimated that 500,000 to 600,000 persons lived on the streets and in shelters. See Feeding the Homeless: Does the Prepared Meals Provision Help? Report to Congress on the Prepared Meals Provision, Washington, D.C.: Urban Institute, 1988.

[4]The Government Accounting Office (GAO) report (op.cit., Chapter 2) considered estimates based on expert opinion to be technically weaker than other methods. Such studies are subjective, tend to lack geographic precision, and vary in the kinds of experts chosen and how representative they are of a region. GAO considered censuses and surveys of specific geographic areas to be the most sound. See Appendix B of the GAO report for their list of options for counting homeless persons and the biases associated with particular methods.

There was no widely accepted operational definition of "homelessness." The literature suggested that living arrangements of homeless persons and the kinds of services offered by communities differ widely across the regions of the country and also between rural and urban areas. Living arrangements included everything from public and charitably provided shelters to subsidized rooms to sleeping in open public sites and in abandoned buildings to relatively permanent, well hidden sites.

There were additional complications. We learned that many shelters in the South close by April 1st -- Census Day. We were impressed over and over with the difficulties inherent in counting homeless persons who live on the street, in abandoned buildings, and in public locations not intended for habitation. We discovered that there was no widely recognized method for identifying who was homeless, either by observation or through screening questions that could be used in the context of a decennial census. We learned that concerns for interviewer safety had led to approaches varying from having off-duty police accompanying the interviewers to reliance on unobtrusive observation.[5] And we also learned there were significant differences among cities in estimates of the ratio of persons in

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[5]Peter H. Rossi, et.al., The Condition of the Homeless of Chicago, Amerherst, MA: Social and Demographic Institute, University of Massachusetts, 1986; Barrett A. Lee, "Health Care and the Homeless of Nashville; Dealing With a Problem Without Definition," Urban Resources 2 (Winter 1985), pp. 17-23.

shelters to those living on the streets with little basis for confidence in any of the estimates.

Our discussions made it clear that we should encourage people familiar with the homeless, as well as homeless people themselves, to apply to work as census takers. We knew the more such people on our staff, the better the enumeration was likely to be. We also knew that we had no guarantee we would have enough people familiar with the homeless population to rely solely on them. We had to design procedures for those census takers who had no experience with homelessness and street life.

Given the state of knowledge at that time, the coverage goals of the decennial census, and the constraints and concerns faced in taking a census, a nighttime approach along the lines of that used in Nashville (counted visible street persons) formed the basis for the 1990 census method. The 1990 census would be a count of persons when they move about the least: in the evening at shelters, where many homeless persons stay, and in the early hours of the morning for those visible in the street and open public locations. Census takers would count everyone they observed in the street, without attempting to identify the "homeless." As in Nashville, census takers would count persons who stayed in abandoned buildings only if they emerged from the buildings in the early morning. We decided to canvass shelters and street sites in March, before the closing date for shelters

in the South. We openly acknowledged that this method would not produce a complete count of homeless persons, but it appeared feasible and manageable within the context of the decennial census.

Once we announced the general plans for 1990, many persons asked us why we were not going to soup kitchens and other places where homeless persons receive services. There were significant barriers to this seemingly sensible approach:

(1) This approach would require the Census Bureau to determine an operational definition of "homeless" and reliably identify persons as "homeless" separately from those with homes. While those who use services are poor, they are not necessarily homeless. A study by the Urban Institute found that on average, more than half of those who use soup kitchens said they had access to regular housing.[6] Thus, we could not assume that all clients at service facilities should be included and we would have had to distinguish the "homeless" among them.

(2) At the point when we had to decide on a method, researchers did not have proven questions that could identify persons who slept in shelters or on the streets, which were needed so that counts from shelters

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[6]Martha Burt and Barbara Cohen, Feeding the Homeless: Does the Prepared Meals Provision Help?, Report to Congress on the Prepared Meal Provision: Volumes 1 and 2, the Urban Institute, Washington, D.C. October 1988. In most cities in this study, about 50 to 60 percent of those given services said they had homes; in a few cities, it was as high as 80 percent.

and soup kitchens could be unduplicated. We needed questions that would help us avoid counting persons more than once[7]. In Chicago, Rossi[8], used screening questions to determine if persons encountered on the street were literally "homeless" but the questions were not tested to be sure they screened out only people with homes.

(3) Many homeless people use multiple services. Thus, we would require some means of assuring that persons were not counted more than once. We had no basis for relying on respondents to tell us that they had already been counted. Also, by claiming to have been interviewed, they could avoid an interview. Matching

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[7] In June 1989, in a portion of downtown Baltimore, Maryland, the Census Bureau's Center for Survey Methods Research (CSMR) conducted an experimental test of methods for counting homeless persons in service facilities. In conjunction with a field test of 1990 S-night procedures, we attempted to enumerate all persons found in daytime facilities providing services likely to be utilized by "homeless" persons. We tested methods of obtaining information with which to "unduplicate" census reports for persons enumerated in more than one facility. We also tested questions about where people usually spend the night and where they spent the preceding night, which might be used to distinguish homeless people from people with access to "regular" housing. Preliminary analyses suggest it may be possible to use enumeration in service facilities as one of the tools for counting the homeless although matching persons across service sites is a significant problem, especially in large cities. We have evidence that a service count includes a large proportion of persons eligible for enumeration in other census operations. Even if these methods had been perfected by June of 1989, they could not have been implemented in the 1990 Census at that late date. (See Bureau of the Census, P.C. Campanelli, M.T. Salo, L. Schwede, and B. Jackson, "The Accuracy of Self Reports: Some Preliminary Findings From Interviewing Homeless Persons," paper for May 1990 meetings of the American Association for Public Opinion Research. Also see P. Campanelli, M. Salo, and L. Schwede, "Research on Enumerating Homeless Persons: Results of a Census Bureau Test of Alternative Methods," paper for August 1990 meetings of the American Statistical Association.)

[8] Rossi, Ibid.

and unduplicating census reports for individuals among all the service providers and shelters in an area was not feasible.

(4) Homeless persons do not use services every day. It seemed we would have to canvass the service centers over a longer period. That would, however, greatly increase the volume and difficulty of matching.[9]

We refined our procedures, office operations, and training programs in two field tests -- the St Louis Census Dress Rehearsal, in March 1988, and a further test of S-Night procedures in Baltimore in June, 1989. In these tests we relearned the difficulty and operational impossibility of trying to determine homelessness by observation, by asking "are you homeless," or by asking if a person had a "usual home elsewhere." We also discovered a powerful inclination on the part of the interviewers on the street to count only persons they thought "homeless" no matter what our instructions said. And we were reminded of the crucial importance of stressing our need for lists of street sites where the homeless congregate at night.[10]

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[9]The Burt and Cohen (op.cit.) study showed that a one-day count is lower than a seven-day count in both soup kitchens and shelters.

[10] George J. McCall, Ronald M. Denowitz, and Michael C. Stein, "A Participant Observation Study to Evaluate Procedures for Enumerating the Homeless in the St. Louis Dress Rehearsal," September, 1989. Final report prepared under a Joint Statistical Agreement with the Center for Survey Methods Research, Bureau of the Census.

After the St. Louis test, and to some degree after the Baltimore study, we corrected the field manuals and changed some procedures. We emphasized the instructions to census takers to count everyone they saw, regardless of whether they thought they were homeless. The only people we told them not to count were persons in uniform (such as the police) or those engaged in obvious money-making activities (this could include legal activities but it was also a well-understood euphemism for prostitution and drug dealing).

In a letter to local governments (see Section IV and Appendix C), we emphasized that we wanted the governments to list street locations where homeless can be found at night. In St. Louis, the street count was conducted between midnight and 6 a.m. For the census, we changed this to 2 a.m. to 4 a.m. to reduce the chance of counting people on their way home late at night, jogging in the early morning, or on their way to work (casual labor pools form on the street corners of some cities as early as 4:30 a.m.). This change meant that we had to hire more census takers than originally planned so that the same workload could be done in one-third the time.

III. WHO WAS TO BE INCLUDED IN S-NIGHT

A. Why the Census Bureau Did Not Define "Homeless." There is no generally agreed-upon definition of homelessness. There are meaningful differences among definitions of "homelessness"

depending on one's political views, programmatic needs, and values about family, housing, and independent living.[11] The Census Bureau is a statistical organization, not a policy-making body. We did not try to impose a definition on what is a hotly debated concept. Instead, we will provide data with operational definitions from which users can include or exclude different groups according to their particular needs.

B. Define Locations, Not People. The 1990 Census will provide counts and characteristics of persons found at the time of the census in pre-identified, selected types of locations. Our first effort was to compile a complete list of shelters, street sites, abandoned buildings, and open public locations where "homeless persons" might be found in the evening and early morning. We allowed local practices for housing homeless persons to determine whether a location should be classified as an

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[11]To most people, the homeless population includes at least those who sleep in the streets at night or who live in emergency shelters or subsidized housing because they do not have regular access to conventional housing. They are obviously and literally homeless. Even here, however, there is not universal agreement about who to include. Some persons stay at a shelter for only a night or two because of domestic disputes or violence. Others have small monthly incomes and stay in cheap rooms part of the month and in shelters the remaining days when money is low. Some data users include in their definition of "homeless," families doubled up with others in conventional housing. Others include those "at risk" of losing their homes because they have unsteady incomes or spend a large portion on the cost of housing. Some data users would include all persons in single-room-occupancy (SRO) units even though the people living there may not consider themselves to be homeless. Definitional ambiguities such as these contribute to differences in counts of "homeless" persons.

"emergency shelter" or as some other type of noninstitutional group living quarters.

We did not try to decide whether individuals were "homeless." We instructed census takers to count everyone they saw (with the exceptions mentioned above and staff members who lived elsewhere). They were told not to ask people whether they considered themselves homeless or the length of their stay at the location of the interview. We will publish:

- the number of persons counted the evening of March 20th in sites listed as shelters for the homeless as the population of "emergency shelters for homeless persons."

- the number of women and their children counted the evening of March 20th in shelters and safe houses intended for victims of domestic violence as the population of "shelters for abused women."

- the number of persons enumerated during the early morning hours of March 21st at street sites, abandoned buildings, and open public locations provided by local people as places homeless persons were likely to congregate as "persons visible in street locations."

- a separate count of persons who reported they had "no usual home elsewhere" during regular census operations in (a) "homes or halfway houses for drug/alcohol abuse"; (b) "maternity homes for unwed mothers"; (c) "agricultural workers' dormitories" which includes migrant farm workers; and (d) "other nonhousehold

living situations" which includes transient locations such as commercial campgrounds.

- tabulations of characteristics, such as poverty, of persons in conventional housing for related subfamilies and unrelated individuals. This will permit an operational definition of the concept, "doubled-up families" (see also Section VIII).

IV. HOW THE LISTS OF SITES WERE COMPILED

Before S-Night, staff of the Census Bureau's Decennial Planning Division compiled a national list of shelters from administrative records. These records included, for example, national lists from the Federal Emergency Management Administration, the Union of Gospel Missions, the National Network of Runaway and Youth Services, Salvation Army facilities, the 1982 HUD list of shelters, and the 1985 Battered Women's Directory. Additional work was done to include shelters and safe houses for victims of domestic violence (see section V.B below).

We added to the initial list developed from national sources by asking local officials for help. Census Regional Offices sent certified letters (Appendix C) to the highest elected official of over 39,000 local governments (both urban and rural). We requested that they provide a list of shelters and street and open public locations (including abandoned buildings) where they knew homeless persons stayed at night. There was a range of efforts among cities in putting the lists together. New York

City, for example, had a large committee of government and private agencies and did some advance studies of street locations. In some areas, persons who work with the homeless and homeless persons themselves gave us additional locations.

The final lists included the major shelters, hotels and motels receiving subsidies, shelters that would be open only on March 20th for the express purpose of improving the count, and shelters unlikely to appear on administrative lists, such as temporary shelters and shelters in church basements. There were no administrative lists available for street sites and open public locations such as parks, places of commerce, transportation terminals. They were identified entirely by local officials and local persons familiar with the places homeless persons stay. We asked for a complete list by January 1990. In fact, district offices accepted additions to the street and shelter lists up to March 20th and to the shelter list even after March 20th.

Homeless persons were attributed to the jurisdiction where they were found. For federal funding formulas and congressional and state representation, they become part of the total population for the area where they were on March 20/21. Thus, most governmental units saw S-Night as an opportunity both to reduce their undercount and gain information about their homeless population. Out of approximately 1,300 local governmental units

of 50,000 or more total population, nineteen[12] did not respond to the certified letter. In these nineteen cases, the district offices contacted knowledgeable local people to compile lists. All district offices and all cities of 50,000 or more participated in S-Night. In places less than 50,000, we did not instruct the district offices to compile a list if the local area did not provide a list. In such cases, some district offices put their own list together anyway. We will know how many small towns and rural areas chose to participate when we tabulate the data.

V. WHAT THE PROCEDURES WERE

We divided the operations for S-Night into two phases, the operations for shelters and the operations for the streets.[13]

A. Phase I -- Shelters. Census takers were sent to pre-identified emergency shelters and hotels and motels used to house homeless persons on the night of March 20, 1990. We made provisions to follow up at any shelters that we missed or did not

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[12] They are: Compton, Norwalk, South Gate, Moreno Valley, Rialto, and Oxnard, California; Taylor, Michigan; Lorain, Ohio; Bayonne, Camden, Clifton, East Orange, Elizabeth, Trenton, Irvington Township, and Middletown Township, New Jersey; and Bensalem Township, Briston Township, and Upper Darby Township, Pennsylvania.

[13] Bureau of the Census, "Operation Requirements Overview: 1990 Shelter/Street Night and Transient Night Enumeration," 1990 Decennial Census Informational Memorandum No. 91, Revision 1, January 19, 1990. This memorandum provides an overview of S-Night operations and copies of the forms used in the operations.

complete on March 20th. Usually, shelter enumeration was between the hours of 6 p.m. and midnight. The rules were flexible enough to allow some variation in those times if specific situations required it. For example, "welfare hotels" in New York City were counted the morning of March 21st rather than the night of March 20th. The major consideration in allowing variation was whether persons were likely to be counted twice.

We expected that most people would complete their own questionnaires. Census takers could aid anyone who needed help although time was a problem. Census takers were supposed to give one of every six persons a long-form questionnaire which included social and economic questions and basic demographic questions.[14] Five in six people were asked only basic demographic questions. The questions were not specific to homeless persons. They were the same population questions (except for the relationship of family members[15]) that we asked the rest of the American population.

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[14]There were reports that the questionnaires were often handed out purposefully to those who appeared willing or able to fill out the long form rather than according to the procedures for a systematic random sample.

[15] On a household questionnaire, household members are asked their relationship to one another. The questionnaire for group quarters, however, is called an "Individual Census Report" (ICR) and only has space for one individual. There is no question on relationship since people in most group quarters, such as nursing homes, prisons, and college dormitories, are rarely related family groups.

Census takers did not ask persons at the pre-designated sites if they had a usual home any other place. Thus, we cannot guarantee that every person counted at a shelter was actually "homeless." There is nothing to show, however, that this is a significant issue.

The growth in the number of homeless families is a particularly important policy question. The census process in group quarters does not easily lend itself to identifying family groups because there is no question on family relationships in group quarters. Census takers were asked to list adults with children under age 15 with adults first and then the children.[16] Later, in data processing, the computer will link children under age 15 to the nearest prior adult in the computer file. The tabulations will show the counts for emergency shelters of "adults with children under 15." The necessity of forming these groups by computer linking means that only one adult will be assigned to a child; we won't be able to determine cases where both parents were present.[17]

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[16] For all practical purposes, "adults with children under 15" is a related family but census takers did not ask a direct question about relationship. Thus, it is entirely possible that some "adult with children" groups are not related and therefore not "family" in the usual sense of the word.

[17] An unscientific, nonrandom sample of ICR's and discussions with some census takers revealed that normally the children had only an adult woman, presumably their mother, with them.

B. Shelters for Abused Women Had Special Procedures. S-Night included shelters for victims of domestic violence. Our aim was to maintain strict confidentiality of the addresses of the shelter, keep the identity of the women and their children secret, and keep to a minimum their contact with Census Bureau employees. We also wanted to provide a count of people who stayed at such shelters. In consultation with the National Coalition Against Domestic Violence (NCADV), we developed four options (Appendix E) for counting persons staying at the shelters on March 20, 1990. The NCADV told their members of the options and encouraged them to participate in the census. Because they were not required to give their names, the women and their children could have been counted in the census twice if they were at the shelter on March 20th and if someone listed them on the census form sent to their household. We do not know how often this double counting happened. We decided there was a greater chance of missing them than counting them twice. Thus, we counted them at the shelters and safe houses to be sure they were part of the total population count for an area.

C. Phase II -- Streets, Abandoned Buildings, Places of Commerce, and Open Public Locations. Enumeration at the street sites, in places of commerce, and open public locations, took place from 2 a.m. to 4 a.m. on March 21, 1990. Census takers were assigned specific sites and were told to count persons only at those sites (for example, to prevent double counting, they

could not cross a street to count persons if that area was not part of their assignment). Census takers asked basic demographic questions only (that is, only the short form was used which asked age, sex, race, marital status, and Hispanic origin). Social and economic data will not be available for the street population. If a census taker did not feel an interview situation was safe, or if a person was sleeping (which was often the case), they could estimate age, sex, and race by observation without interviewing the person.

Census takers waited outside of pre-identified abandoned and boarded-up buildings from 4 a.m. to 8 a.m. to count people who left the building. They also tried to obtain the age, sex, and race of any others who might still be inside the building. We had census observers in some cities, and generally they reported that few persons were seen emerging from abandoned buildings.

The procedures for Phase II told census takers to count everyone they saw out in the open at the sites they were assigned. The only exceptions to this instruction were persons in uniform (such as the police) or those engaged in obvious money-making activities other than begging or panhandling. We are aware that some prostitutes and some drug dealers are homeless. Nevertheless, we did not want census takers to be involved in legal problems or misunderstandings about their intent and so enumerators were intentionally instructed to

exclude such people from the count on S-Night.

We also knew that some persons with a home might be out on the streets. Given the hours and parts of the cities we were in, we thought that the danger of an overcount was small in most places. Although the night-life in a few cities, such as New Orleans and Las Vegas, is continuous, most of the city officials we talked with did not consider this to be a major problem. We instructed the district offices to send census takers to red-light districts and other busy areas closer to 4 a.m. than to 2 a.m. to reduce the likelihood of counting persons with homes.

Safety for both the census takers and the respondents had to be an important consideration. Because of confidentiality, we could not use police escorts so the enumerators worked in teams. In some regions, census takers wore vests that said "CENSUS TAKER" in large letters. For both Phase I and II, we told census takers to approach people cautiously and respectfully and not to awaken anyone who was asleep. Safety was our consideration when we told census takers not to search through cars, climb on roofs or into dumpsters, or enter abandoned buildings.

VI. WHAT HAPPENED ON S-NIGHT

There were unexpected side effects of the effort to include the homeless in the census. There was enormous media attention that started with the census and expanded to stories about area

homelessness in general. Many local governments learned a great deal about their homeless population. Service providers and city officials worked together with the mutual aim of getting good coverage in the census. We heard of churches which were temporary shelters on S-Night to ensure that people would be counted that later decided to provide shelter and food to the homeless on a continuing basis. Some census takers had not been familiar with homelessness before S-Night. Some talked about their new attitudes towards the homeless as they came to see them more as individuals than as vague news stories. Some homeless persons thanked the census takers and said that participating in the census made them feel a part of the country; they wanted the government to know they existed.

Two important goals for S-Night were complete coverage and safety. More than 22,600 census takers and crew leaders participated directly in S-Night. They visited nearly 10,600 shelters and more than 24,300 street sites and open public locations. Thankfully, safety proved to be less of an issue than anyone had imagined. The presence of the press on the streets was probably a help in this respect. No one was hurt, although there were a few minor incidents.

A. <u>The Media</u>. Census staffs in Washington, in the regions, and locally were besieged for months with inquiries about every aspect of S-Night. Many homeless persons knew about the census

because of all the press attention. One census taker, whose zeal exceeded his instructions, told of looking through some caves and finding a homeless man who had made coffee for the census people he was sure would visit him eventually. Another census taker climbed through a drain pipe to find a man who said he had been hoping the census people would be able to find him. Both had read about the census in the newspaper. Others called Census District Offices to let us know where to find them. Of course, knowledge about the census was far from universal among the homeless.

The Census Promotion Office developed a "media plan." Its aim was to inform the media of the S-Night operation, allow them to ask questions, help them get a story, but ensure that confidentiality was maintained for homeless persons. Under Title 13 of the U.S. Code, we must protect the confidentiality of the persons we interview. Just as persons with homes are entitled to answer the questionnaire in privacy, homeless persons are also entitled to privacy under the law. We used the analogy of the voting booth to explain the rules of confidentiality. The press was free to interview willing homeless persons before or after the count but not during, just as they could not take their cameras into the voting booth. We held press conference in every region and nationally and arranged interviews with willing census takers.

Usually, census takers followed their instructions to stop the enumeration if the media would not leave. We told them to return later when the media had left. In some cases, we were unable to complete the count until the next day because of the media. Some homeless persons did not want anyone to see them on television or in the newspaper. In these respects, some of the press had a negative impact on the count. In other respects, much of the media had a positive role in helping people to know about the census in general and what S-Night was in particular. The public debate helped us to answer questions and learn about local concerns in advance of the operation. We want people to understand both the uses and the limitations of the count and the press often helped with that.

B. Hiring Census Takers, Including Homeless Persons and Those Familiar With the Homeless Population. Everyone (including homeless persons) who applied to be census takers had to meet the same employment criteria (see Appendix D). For example, all persons had to be physically fit to complete the enumeration and be able to read and write well enough to fill out the questionnaire and follow instructions. All persons (not just the homeless) were subject to a criminal records check. If Census Bureau officials determined an individual was an unacceptable risk to public safety, we did not hire him or her. Minor violations were not likely to disqualify a person from consideration. In some areas, homeless persons were sworn in as

guides to help find the places listed for street enumeration.

At this point, we don't know what percentage of the census takers were either homeless or persons who had provided services to homeless persons. A study of S-Night by Statistical Support Division of the Census Bureau will provide this and other information. We do know that in many of the larger district offices, a fair proportion of the census takers were either homeless persons or service providers and therefore street wise. Many were there because they believed they could help homeless people by lending their experience to the effort of getting a good count. It was clear from the reports of observers that these people made a difference on S-Night. They had valuable knowledge that improved the count and helped to keep people safe.

C. Training and Payment. S-Night census takers spent about a day in training and administrative matters related to their employment and pay. The training consisted of verbatim presentation of materials prepared by the Census Bureau's Field Division. The training covered the full range of procedures, definitions, and examples of the types of situations we anticipated census takers might encounter. Some people felt the time was not sufficient but since the job took only one evening, we could not justify several days of training. A problem was that census takers had little chance for the best training --

actually doing the job. By the time they gained experience, the job was over.

Payment to the census takers varied across the country, usually from about $5 to $8.50 per hour. There was also a $50 bonus for successful completion of the assignment.

VII. IMPRESSIONS OF DATA QUALITY

A. The Count in Shelters. Our preliminary view is that overall, the count within shelters went well. The staff of most shelters helped census takers make sure everyone at the shelter was included in the count. There have been several opportunities to get a sense of the quality of the shelter count. For example, we went back to shelters after March 20th if we were told about problems and the population in group quarters was reviewed by local officials as part of the local review process.

We also feel confident that we enumerated nearly all shelters. The media focused much attention on the few shelters which refused to cooperate. In the end, only a handful denied entrance to the census takers. In those cases, census takers went to the shelters in the early morning and counted people as they left, estimating age, sex, and race as best they could. After March 20th, there were scattered reports of shelters that census takers missed or did not count completely. The district

offices assigned census takers to go back to those shelters. Our goal was to be sure everyone was counted.

Local areas had a second chance to tell us if we missed any shelters during post-census local review. Of course, there may be significant differences in the amount of the work done by particular local areas. We are publishing the counts for shelters down to the block level so that local people can study the coverage and counts in detail.

To assess the coverage of shelters (that is, how complete the lists of shelters were that were used for the actual count), the Census Bureau contracted with William Friskics-Warren of the Council of Community Services in Nashville, Tennessee to find and coordinate work with researchers in a nationally representative sample of 45 district offices (including rural areas). These researchers were asked to develop independent lists of shelters for their areas. Census Bureau staff will compare the independent lists of shelters with the lists Census district offices used on March 20th to assess coverage of our list of shelters. This was done under a Joint Statistical Agreement with the Census Bureau's Center for Survey Methods Research. There are no formal assessments of coverage within shelters.

B. <u>The Count of Persons Visible in the Street and Open Public Locations</u>. The street population was the most difficult

to count and was limited to those who were visible to census takers in the places identified in advance by local officials and occasionally, by district office staff. The locations included places such as transportation stations, abandoned buildings, river beds, all-night movie houses, caves, and ocean breakwaters. Observers reported that sometimes the locations were not specified well enough for census takers to find them. It is likely that the quality of the lists varied among cities. The Census Bureau has no systematic assessment of the quality of the lists of street sites, however.

By design, we did not enumerate the homeless who were well hidden, moving about, or in locations other than those identified by local governments or other local sources. The Census Bureau has no basis for estimating their number.

When people think of the number of people living on the streets, they usually have in mind what they see in the afternoon or evening, not 2 o'clock in the morning. Such impressions offer no basis for evaluating the census street count. Some census takers familiar with the habits of homeless persons, reported their belief that fewer than the usual number of people were out and visible on S-Night. Factors that could have affected the street count include:

(1) unusually cold, wet weather in many parts of the country which forced people to seek protection from the elements and reduced the likelihood of a census taker

seeing them on the streets[18] (those who went to shelters were likely counted, those who hid on the streets were probably not);

(2) the presence of the media;

(3) variation in the quality of the lists (that is, the types of sites listed and the specificity of the directions so census takers could find the location) provided by the cities;

(4) distrust or fear of the census by the homeless;

(5) failure of some census takers to follow instructions, or to find the locations; and

(6) special efforts made in some cities to encourage people to get off the streets and to enter shelters where they could be counted more easily.[19]

The ratio of shelter-to-street population in the census must overstate the true ratio of homeless persons in shelters to homeless persons "on the streets" on a typical night in Spring for two reasons: (1) the number of persons in shelters was probably higher[20] on S-Night than is usual for March, and (2) we

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[18] March 20, 1990 proved to be an unusually cold night in many parts of the country. Maps provided by the National Weather Service show that temperatures were generally below normal and much of the eastern half of the United States and the Northwest had rain or snow (Appendix F).

[19] These efforts included opening temporary shelters and providing transportation to take street people to shelters on S-Night. Thus some people who would otherwise have been on the streets were in shelters on the night of March 20th.

[20] Temporary shelters were open and we received reports from many cities that their regular shelters were filled which may have been a result of the weather as well as efforts to bring people in for the census count.

counted only the "visible" part of the total population "on the streets."

Through Joint Statistical Agreements, the Census Bureau contracted with researchers to independently assess how well census takers followed the procedures during the street count. The assessments took place in five cities. They included parts of the three cities of Los Angeles, New York City, and Chicago, and all of Phoenix and New Orleans[21]. Observers were placed at a random sample of approximately 30 S-Night street sites in Census district offices in each city (in New York City, there were 60 sites). The observers reported on (1) whether census takers came to the block; (2) how and if enumerators conducted interviews once they were there; (3) the behavior and number of persons at the site before, during, and after the interviewers' appearance; and (4) whether the observers were interviewed[22].

A disturbingly large number of observers in the five assessment district offices reported that they were not

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[21]The Principal Investigators who conducted the research were James D. Wright and Joel A. Devine of Tulane University (New Orleans); Kathryn Edin of North Park College (Chicago); Michael Cousineau and Thomas Ward of the Los Angeles Homeless Health Care Project (Los Angeles); Louisa R. Stark of the Community Housing Partnership (Phoenix); and Kim Hopper of the Nathan Kline Institute for Psychiatric Research (New York).

[22] These studies will be available from the Census Bureau's Center for Survey Methods Research as soon as they are accepted as final. The Census Bureau's full report on assessment of S-Night will be ready in 1992, after Census data become available.

interviewed or that they did not see census takers. At this point, it is premature to draw conclusions from these studies about the quality of the counts of persons visible in the street. The observers' reports must be compared with the census counts, which will not be compiled and released until late 1991. Limitations to the counts of the observers will be detailed along with those for the census counts. There are uncertainties right now about the observers' reports. First, we do not know how accurately observers estimate the number of people at street sites. Second, census takers counted some visible street people by observation so not being interviewed does not necessarily mean a person wasn't counted. Third, at some sites, observers may have been unaware of the presence or activities of census takers. As a case in point, one observer reported that no census taker showed up to count several hundred people at an all-night movie theater. In fact, census takers worked with the night manager and census reports were returned for that site. Until we compare the actual census counts with the reports of the independent observers, there is no basis for assessing the street count. Even if these comparisons can be made, it will not be valid to extrapolate results from a District Office to an entire city, or results from five cities to the nation as a whole.

These assessments cannot tell us how complete the count of the <u>total</u> street homeless population was. They did not include an estimate of the hidden or those moving about and were not

designed to provide such estimates. The method is relatively new and we won't know for certain if it can give us information about the adequacy of the count of persons "visible on the street" in these sites and cities. We do expect, however, to gain valuable information for planning future efforts.

Our preliminary view is that caution should be exercised with the "visible in the street" counts. From observation reports and the reports of the independent observers in five assessment cities, we know that some census takers did not follow the instructions to try to interview everyone they saw. Some census takers asked people if they were homeless and some just made their own decisions. Others correctly counted everyone they saw except those in uniform or engaged in obvious money-making activities. Some conducted full interviews and others counted people but didn't attempt an interview (they just filled in age, sex, and race based on their observations). As the procedures anticipated, many people were asleep and some were not in a state of mind to be interviewed. Some census takers did not walk the streets as instructed and instead, canvassed the areas from the safety of their cars.

It is difficult to look at specific instances where enumerators failed to follow their instructions and project how that affected the overall count of persons visible on the street. Even though such stories (from various sources) are generally

unsubstantiated, there were enough to cause concern. We recommend that local areas review at the block level the "visible in the street" counts to determine how usable the street data are for their particular area. This experience points out not only the difficulty of counting on the street but also the difficulty of evaluating data quality for this particular part of the census.

In New York City, observers returned to the streets for several nights after S-Night to compare the counts of persons over several nights. This could provide insight into how the census itself may have affected the presence of homeless persons on the street, as well as the variability of the numbers and composition of people on the streets on different nights.

The independent researchers also conducted focus groups with homeless persons. The aim was to get a sense of what homeless persons knew about the census and how they reacted to the enumeration.

C. Coverage of "Doubled-Up Families" in Households. Doubled-up families are sometimes afraid that officials will find out they are illegally doubled up. It is also possible the person filling out the census form did not read the directions to include persons staying there temporarily. The Census Bureau put

in place a number of procedures to contend with this problem.[23] For example, the public outreach program emphasized the confidentiality of the data, census takers were trained to look for and ask about extra people, and there were several questions on the census forms designed to list all members of the household and mention anyone they weren't sure should be listed. We don't know how successful these efforts were yet. From the Current Population Survey,[24] we know that the number of related subfamilies has doubled, increasing from 1.2 million in 1980 to 2.4 million in 1988. The number of unrelated subfamilies increased from 360,000 to 537,000. We do not know whether our efforts were successful in enumerating these people.

It isn't clear at what point a "doubled-up family" is homeless. The conceptual vagueness makes tabulation difficult. Persons may be doubled up because they cannot afford or temporarily do not have their own home, some can afford rent but are saving up to buy a house, adult children may enjoy the amenities of their parents' home, some are elderly and in poor health, and so on.

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[23] Bureau of the Census, "The Enumeration of Doubled-Up Families," 1990 Decennial Census Policy Memorandum No. 22, December 28, 1989.

[24] Bureau of the Census, "Households, Families, Marital Status, and Living Arrangements: March 1988 (Advance Report)," Current Population Reports, Series P-20, No. 432 (September 1988), Table 6.

VIII. PUBLICATION OF DATA

A. Data Shown for Selected Locations. As part of its publication program the Census Bureau will provide data for groups of persons living in selected locations. Locations relevant to the issue of homelessness include:

a. "Emergency shelters for homeless persons" with sleeping facilities[25]

b. "Shelters for abused women" includes the women and any children staying with them

c. "Visible in street locations" [26]

d. Persons with no usual home living in group homes for: "maternity homes for unwed mothers"; "homes or halfway houses for drug/alcohol abuse"[27]; "agriculture workers' dormitories"; and "other nonhousehold living

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[25] These include: emergency shelters for homeless persons; subsidized hotels/motels used to house homeless persons, regardless of cost; all hotels/motels costing $12 or less per night (regardless of the length of stay and whether the people regarded themselves as "homeless"); temporary overnight shelters for runaway and homeless youth; churches that house homeless persons overnight; sites ordinarily classified as "noninstitutional group quarters" which the city said housed mostly homeless persons (this included YMCA's in some cities, but only if the city classified it as such); and any site set up by the local area as a temporary shelter, even if open only the night of March 20, 1990.

[26] Includes persons counted at pre-identified locations in the street, at places of commerce such as train and bus stations, persons emerging from abandoned and boarded-up buildings, and those seen at open public locations.

[27] If such a place is a hospital or a ward in a psychiatric or general hospital for drug/alcohol abusers, we classify it as an institution and we cannot include it as a location where homeless persons stay.

situations" which includes transient locations such as commercial campgrounds.

e. Persons living doubled up in households.[28]

There is relevant housing information from the 1990 Census. Census tabulations will include objective indicators of housing quality. These include persons per room, presence of complete plumbing facilities, age of structure, complete kitchen, source of water, and method of sewage disposal. The census includes no direct evaluations of housing quality. It will give a clue of how difficult it is for Americans to find housing at affordable prices. The census collects information on size of family and

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[28] We count households during the regular census. The census form has instructions to include any persons staying in the household on April 1 who did not have a usual home elsewhere. We will classify households by the presence of (1) related subfamilies, (2) adults other than a spouse, child, or parent related to the householder, and (3) unrelated roomers. We will produce tabulations for these groups according to poverty status. This will provide inferential data about doubled-up households. We will not be able to determine family groups if the subfamily reference person is not related to the householder. We can only say that an adult(s) and child(ren) under age 15 are present who are unrelated to the householder. Children under 15 unrelated to the householder are not included in the poverty universe. Additionally, the poverty status of adult members of an unrelated subfamily is based on the income of each individual alone, not the family income. This makes for an overestimate of poor unrelated individuals and an underestimate of poor children. In the Current Population Survey (CPS), we can identify unrelated subfamilies. The 1988 CPS indicates there were 2.9 million subfamilies and the persons in four in five subfamilies were related to the householder. There were 7.4 million persons in subfamilies and 1.4 million were not related to the householder. Of the 1.4 million, less than 0.6 million were children under age 15. About 60 percent of these children lived in poor families (these children would not be part of the poverty universe in the census). The March 1988 CPS poverty rate for related subfamilies was 55.6 percent; for unrelated subfamilies, 52.6 percent.

age and number of children. It also includes housing characteristics such as value, rent, number of bedrooms, monthly costs, and ownership of the unit. These data, when related to family income, will provide information on the economic burden of providing shelter for all types of households. We will show the percentage of household income spent on housing costs and determine the number of "single room occupancy" units (SRO's).[29]

B. Types of Data Available. Counts of persons for "emergency shelters" and "visible in the street" will be available first on the computer file, Summary Tape File 1 (STF1), and in related publications. STF1 is scheduled to be released in late 1991 on a state-by-state basis. The counts for these two location types are shown under the heading "group quarters population." The smallest level of geography for STF1 is a block.

The specifications for Summary Tape File 2 are not yet final. We propose to show counts by sex, race, and Hispanic origin down to census tracts for:

*Emergency shelters (with sleeping facilities) for homeless persons;
*Shelters for abused women (shelters against domestic; violence or family crisis centers with sleeping facilities);
*Shelters for runaway, neglected, and homeless children;

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[29]This is based on the number of rooms in housing units cross-classified by rent. Current estimates indicate that SRO's represent about one percent of all housing units.

*Visible in street locations; and
*Persons with no usual home who were counted in:
--Group maternity homes for unwed mothers
--Group homes or halfway houses for drug/alcohol abuse
--Other nonhousehold living situations not listed by local areas as part of S-night (includes public campgrounds, campgrounds at race tracks, fairs and carnivals, hostels, and similar transient sites)

Other census publications and computer files will show demographic, social, and economic characteristics of these special populations. As of this date, we do not have definite decisions about what will appear in which products. The most detailed data (but limited geography) will appear in the Subject Report for Group Quarters, sometime in 1993. If there is additional funding from outside the Census Bureau, there is the possibility of a special report with more detailed tabulations.

IX. CONCLUSIONS

A. Should We Have Conducted S-Night? Some told us the task was impossible. Some said it couldn't and shouldn't be done. But homeless people are a part of the country and entitled to be part of the record of our history. We can't dismiss people because they are hard to find and interview. And Americans across the country lent their time, knowledge, imagination, and good will to the effort.

B. How Did We Do? We think we had an effective method that was practical within the constraints of a decennial census. We believe our efforts gave us a good start towards achieving our goal of a full and fair census of the American people. We won't know for sure how we did until we see data and the results of our assessments. We do think we counted a great many persons. We went to the places local experts told us that homeless people stay. We think we had the most comprehensive list ever compiled of the nation's permanent and temporary shelters. We are having independent researchers help us assess that belief. If we did a good job covering shelters, we will have counted many homeless persons. In any case, we will have added people to the census who otherwise would have been missed.

We do, however, have concerns about the count of persons visible in the street. There is a general sense from some census takers familiar with the homeless population that fewer seemed to be in their customary spots than usual. It was not a typical night. The weather was generally bad, the media were out in great force, and temporary shelters were open. In addition, the preliminary information from census observers and the five assessment areas indicates that there may have been overall problems in how well census takers implemented their instructions. We won't know for sure until we can compare their reports with actual census data, but the reports do raise questions. Unlike shelters, nothing could be done about the

street count after March 20th because conditions change so much over time. There were not the same opportunities to check the counts we received. Our advice is that each area should use the block-level data we provide to study and assess the counts for persons visible in the streets. The quality will probably vary among cities.

There is much focus on the size of the count of the homeless that will result from the 1990 Census. We are often asked what we will do if the count is "low." We have known and said from the beginning that we would not achieve a complete count of "the homeless." We cannot ensure how others use census data. We have, however, made every effort to be sure that information about data limitations are available to all data users. Staff have met with many groups to explain limitations (see Appendix G for the summary provided before the census) and census publications will carry a statement on data limitations.

We have included and recognized in the census selected major components of the homeless population. There are other aspects to the census, however. The 1990 Census is an opportunity to get a clearer idea of the demographic diversity of homeless persons and differences among areas of the country.

C. <u>What Lessons Did We Learn</u>? If we knew then what we know now, what would we have done differently? We'll probably add to

the list below once we see data, but here are a few thoughts from staff involved in S-Night:

- It would have been useful if our procedures had included a visit to street and shelter sites the day before S-Night. We did telephone ahead to shelters, but going to the sites would have been better. Census takers would have had a chance to find the locations and "see the lay of the land." That would help them decide how to organize the enumeration. At shelters, we could have met with the shelter operators to answer questions, agree on how the census takers would conduct their work, and how to handle media inquiries. The census takers could have found shelter and street locations during daylight hours rather than in the dark of night. This would have significant budget implications, of course, but would have been operationally useful.
- Semantic imprecision has been a barrier in conducting studies on the homeless population. There are different needs which means there will be multiple definitions. Statisticians could provide more useful information if legislators, program administrators, and advocates got together with the statistician at early stages of data development to determine definitions appropriate to the data needs for a particular survey.
- We hope that other researchers will give high priority to continued research on finding questions that validly screen the "homeless" from the "homed." It is hard to convince enumerators to interview everyone they see when they think they are on a mission to count "the homeless."
- Find additional ways to convince the media and the public that S-Night is not a count of "the homeless" so unrealistic expectations are not created.

And finally... we believe that the focus and extensive attention we gave to S-Night and the extensive help given at the local level will provide national, usable data that have not been available before. We encourage review and use of the data but with due attention to the limitations and the definitions used.

GLOSSARY OF TERMS

BLOCK	A geographic area bounded on all sides by features that outline an area of land. The features may be visible such as railroad tracks, rivers, or a street, or invisible such as a county line or property line.
DISTRICT OFFICE	The census office responsible for the collection of the census data for a specified area.
FOSTER CHILDREN	Nonrelatives of the householder who are under age 18. No other nonrelative can be listed in the household who might be the child's parent. They are included in the category, "roomer, boarder, or foster child" in census tabulations.
GROUP QUARTERS (GQs)	All persons not living in households are classified as living in GQs. This includes two general categories: (1) institutionalized persons; and (2) other persons in GQs (noninstitutional GQs).
HOUSING UNIT	A house, apartment, mobile home or trailer, a group of room or a single room occupied as separate living quarters. In separate living quarters, the occupants live and eat separately from other persons in the building and have direct access from outside the building or through a common hall.
HOUSEHOLDER	One person in each household is designated as the householder. Usually, this is the person, or one of the persons in whose name the home is owned, being bought, or rented and who is listed as the first person on the census form. There are family householders (lives with relatives) and nonfamily householders (lives alone or with nonrelatives only).
INDIVIDUAL CENSUS REPORT	A census form (short and long forms) used to count persons individually in group quarters. The form asks the same population questions as does the household questionnaire except that relationship to a householder is not asked and no housing questions are asked.

INSTITUTION	GQ location for persons under formally authorized, supervised care or custody, such as prisons and local jails; juvenile institutions; nursing, convalescent, and rest homes for the elderly and dependent; or homes, schools, hospitals, or wards for the physically handicapped, mentally retarded, or mentally ill. Patients or inmates are counted at these locations at the time of the census, regardless of their length of stay or if they have a usual home elsewhere. They are generally restricted to the institutional buildings and grounds or must have escorts or passes to leave. They are generally under the care of trained staff with responsibility for their safekeeping and supervision.
LAST RESORT	Minimum information required for an census form to be considered acceptable after all efforts to gain complete information have failed. On S-Night, the last resort questions were age, sex, and race.
NONINSTITUTIONAL GQ	All GQ population not in institutions. There must be 10 or more persons unrelated to the householder in the unit (otherwise these living quarters are housing units). These include rooming houses; group homes for the mentally ill, mentally retarded, the physically handicapped, homes or halfway houses for drug/alcohol abuse, maternity homes for unwed mothers, and other group homes such as large communes; religious GQs; college dorms; military quarters; agriculture workers' dorms; other workers' dorms; emergency shelters with sleeping facilities for homeless persons, shelters for runaway, neglected and homeless children, persons visible in the street on S-Night, shelters for abused women; dorms for medical personnel; crews of maritime vessels; staff residents of institutions; and other nonhousehold living situations such as persons with no usual home elsewhere living at campgrounds, YMCA's, racetracks, fairs, and carnivals.

SUBFAMILY	The following type of family groups living in a household related to the householder or the householder's spouse: (1) a married couple counted in the same household who may have children living with them; or (2) one parent with one or more never-married children under 18 years old.
UNRELATED INDIVIDUAL	(1) A householder living alone or with nonrelatives only; (2) a household member who is not related to the householder; or (3) a person living in a GQ who is not an inmate or patient of an institution
USUAL HOME ELSEWHERE	A question asked to determine if a person or family is residing somewhere other than their usual residence on Census Day. This question was not asked on S-Night and is not asked in institutions. It is asked in most, but not all, noninstitutional GQs.

APPENDIX A

EXPERTS ATTENDING MEETING ON COUNTING HOMELESS PERSONS
BUREAU OF THE CENSUS
April 3, 1987

1. Nashville, Tennessee

   Barrett Lee
   John Lozier
   Kathleen Monahan

2. Baltimore, Maryland

   Charles Cowan

3. Chicago, Illinois

   Peter Rossi
   Sara Loevy
   Marva Lopez-Griffin

4. Boston, Massachusetts

   Susan Tracy
   Donna Brown
   Deborah Chausse

5. Washington, D.C.

   Frederic G. Robinson
   Juana Martin
   Leonard Bivins

Options for Counting Homeless Persons

Source of bias	Social indicators	One-time key informant survey	Shelters census: One-time	Shelters census: Multiple	'Ongoing statistical reporting': Shelters	'Ongoing statistical reporting': Shelters and streets	One-time census of shelters, streets, and institutions	Multiple census: Shelters, streets, and institutions	Multiple census: Shelters, streets, and institutions with tagging
Sampling									
Some service delivery settings not surveyed	NA	+	o	o	o	o	+	+	+
Streets and other public places not surveyed	NA	o	o	o	o	+	+	+	+
Seasons not sampled	+	+	o	+	+	+	o	+	+
Monthly variation in homelessness not sampled	+	+	o	+	+	+	o	+	+
Measurement									
Influenced by reasons to over- or underreport count	+	o	+	+	+	+	+	+	+
Duplication in counting	o	o	+	o	+	+	+	o	+
Movement in and out of homelessness	o	+	o	o	+	+	o	o	+
Geographic in-and-out migration	o	+	o	o	+	+	o	o	+
Noncooperation from homeless respondents	+	+	o	o	o	o	o	o	o
Unreliability of self-reports	+	+	o	o	o	o	o	o	o
Obtrusiveness of interview of homeless	+	+	o	o	+	+	o	o	o
Obtrusiveness of survey of providers	+	o	o	o	+	+	o	o	o

[a] o = method does not address sources of bias, + = method does address sources of bias, NA = sources of bias do not apply to the method. Cases are lower at the left side of the table and become progressively greater toward the right side of the table

[b] Assumes only shelters or streets and shelters are providing data

Source: Government Accounting Office, "Homeless Mentally Ill: Problems and Options in Estimating Numbers and Trends," Report to the Chairman, Committee on Labor and Human Resources, U.S. Senate, GAO/PEMD-88-24, August, 1988.

D-33(L) CA (San Francisco)
(3-89)

UNITED STATES DEPARTMENT OF COMMERCE
Bureau of the Census
Regional Office
Los Angeles, California 90049

FROM THE REGIONAL DIRECTOR
BUREAU OF THE CENSUS

The goal of the 1990 decennial census is to enumerate all persons including those who are homeless. We will enumerate selected components of the homeless population in a one-night operation called "Shelter and Street Night Enumeration." This operation will take place on the evening of March 20th and in the early morning hours of March 21, 1990. On the reverse side of this letter is a summary of the plans for enumerating the homeless in the 1990 Census.

To accomplish the objective of counting components of the homeless, we request your assistance in identifying emergency shelters (public and private, permanent and temporary) with sleeping facilities, hotels/motels that house homeless persons/families, and other locations where homeless persons tend to stay or congregate at night, including outdoor night locations. We have a national list of shelters compiled from several sources including government and private agencies and will use your information to update and supplement our base list of places. We suggest that you contact groups who work with the homeless and also contact the police to assist you in the identification of the shelters and street locations.

I. HOMELESS IN STRUCTURES AT NIGHT

Please provide the following:

1. A list of the names, addresses, and telephone numbers of shelters with sleeping facilities including temporary shelters such as those in church basements.

2. A list of names, addresses, and telephone numbers of hotels/motels that house homeless persons/families, with cost paid either by the local government or private organizations.

Do NOT include service locations, such as soup kitchens, unless sleeping facilities also are provided.

II. HOMELESS IN OTHER LOCATIONS AT NIGHT

Please provide the following and assign priorities to locations so that we can focus our available resources to conducting an effective enumeration:

1. A list of street locations where homeless persons sleep at night. Specify the intersecting streets and house number ranges. If the location is in a rural area, give specific directions such as "Route 108 South to Route 53 East; go 8 miles on 53 East."

2. Street locations where homeless are at night other than blocks, such as bridges and city parks. List the closest intersecting streets as well as specific identifiers such as a bridge or park name.

3. The names and addresses of places such as bus or train stations, subway stations, airports, hospital emergency rooms and so forth where homeless persons also seek shelter at night.

4. A list of the names and addresses of abandoned or boarded-up buildings where homeless persons are known or believed to stay at night.

Please provide this information by October 16, 1989, so that we may complete our preparatory work before making initial contacts with the shelters and hotels/motels in January. If there are no locations in your area where homeless stay, please send a written response telling us that. Also, we would like the name and phone number of a person in your office we can contact in the future about the lists.

Send the information requested above to the following address:

Bureau of the Census
Regional Census Center
400 2nd Street
San Francisco, CA 94107-1400

Thank you for helping make the 1990 census, the Bicentennial Census, the best in our history.

If you have any questions about our program to enumerate the homeless or anything else about the census, please call me at (213) 209-6616.

Sincerely,

John Reeder

JOHN E. REEDER

cc: LOCAL REVIEW LIAISON

CENSUS '90

OMB No. 0607-0139: Approval Expires 11/30/8[illegible]

FORM BC-170 (12-19-87) EXCEPTION TO SF-171 APPROVED BY GSA/IRMS (12-87)

U.S. DEPARTMENT OF COMMERCE BUREAU OF THE CENSUS

CENSUS EMPLOYMENT INQUIRY

FOR OFFICE USE ONLY	A. State	B. County	C. BNA number	D. ARA number	E. Score	F. Status	G.	H.	I.

1. Social Security number ___ - ___ - ____

2. Name *(Last, first, middle, other names used, i.e. maiden)*

3. Date of birth — Month | Day | Year

4. Sex *(for statistical use)* 1 ☐ Male 2 ☐ Female

5a. Telephone number — Area code | Number

b. Other number where you can be reached — Area code | Number

6. Mailing address — Number, street and apartment number

City | County | State | ZIP Code

7. Intersecting streets nearest your home

8. Are you a citizen of the United States? *If "No," give country of which you are a citizen and serial number of Alien Registration card in item 30.* 1 ☐ Yes 2 ☐ No

9. If you are under the age of 18, do you have a high school diploma or equivalent? 1 ☐ Yes 2 ☐ No

10. Education — *Mark (X) highest grade completed*

ELEMENTARY 8 or less ☐ HIGH SCHOOL 9 ☐ 10 ☐ 11 ☐ 12 ☐

COLLEGE 13 ☐ 14 ☐ 15 ☐ 16 ☐ 17 ☐ 18 ☐ 19 ☐ 20 or more ☐

11. Some census jobs require the use of a language other than English. Indicate your knowledge of other languages by printing "E" for excellent, "G" for good, or "F" for fair opposite each language you list.

Language	Reading	Speaking	Understanding	Writing

12a. If you can type, how many words per minute? ☐ words per minute

b. Do you have data entry experience? 1 ☐ Yes 2 ☐ No

13. *Answer all questions.* Are you available and willing to work —

	Yes	No
a. 6 hours or more each day, Monday – Friday?	1	2
b. Evenings?	1	2
c. Saturdays?	1	2
d. Sundays if necessary?	1	2

14. Do you have a valid drivers license? 1 ☐ Yes 2 ☐ No

15. Although an automobile is not needed for all jobs, do you have one available full time if your assignment requires one? 1 ☐ Yes 2 ☐ No

16a. Do you claim veterans preference?

Yes — *Mark (X) one box* →

1 ☐ 5-point — *Attach copy of DD-214, "Discharge Certificate"*

2 ☐ 10-point } *Attach SF-15, "Claim for 10-point Veteran Preference," and required proof.*

3 ☐ 10-point Compensable }

4 ☐ No — *Skip to 17*

b. List dates and branch of all active military service.

From | To | Branch

c. Kind of discharge

1 ☐ Honorable or general under honorable conditions 2 ☐ Other — *Explain in item 30*

17. ***FOR MALES ONLY:*** If you are a male born after December 31, 1959, and you want to be employed by the Federal Government, you must be registered with the Selective Service System. *Mark (X) one box.*

1 ☐ I certify that I am registered. 2 ☐ I certify that I am not registered.

18a. Most jobs are in the field, however, if you are interested in office employment only, mark (X) here. → 1 ☐

b. Would you like to supervise? *Mark (X) here.* → 2 ☐

19. How did you first learn about the particular position for which you are applying? *Mark (X) only one.*

1 ☐ Civic, community, or neighborhood organization or leader
2 ☐ Social or fraternal organization
3 ☐ Newspaper — classified ad
4 ☐ Newspaper — article
5 ☐ Radio
6 ☐ TV
7 ☐ Poster/handbill
8 ☐ Community newsletter or flyer
9 ☐ Private employment office
10 ☐ State employment office (unemployment office)
11 ☐ Agency personnel department (bulletin board or other announcement)
12 ☐ School or college
13 ☐ Federal, State, or local job information center
14 ☐ Religious organization
15 ☐ Friend or relative working for Census
16 ☐ Friend or relative not working for Census
17 ☐ Recruiting postcard
18 ☐ Other — *Specify* →

20a. If you have never worked, mark (X) here and SKIP to item 21. → ☐

b. If you have worked, list your most recent work experiences below. If presently employed, can the Census Bureau contact your supervisor?

1 ☐ Yes 2 ☐ No

c. Name and address of most recent employer

Name of immediate supervisor

Telephone No. of immediate supervisor — Area code | Number | Dates of employment *(Mo./Yr.)* From | To

Title of position and kind of work done

Number and kind of employees supervised | Reason for leaving

d. Name and address of past employer

Name of immediate supervisor

Telephone No. of immediate supervisor — Area code | Number | Dates of employment *(Mo./Yr.)* From | To

Title of position and kind of work done

Number and kind of employees supervised | Reason for leaving

NOTE — THE ACCURACY OF YOUR STATEMENTS WILL BE VERIFIED

Answer all questions in items 21 through 29 below. Read each statement carefully before responding.

BACKGROUND INFORMATION	Mark (X) one	
	Yes	No
21. Are you now or have you ever been employed by a Federal agency? *If "Yes," show dates of employment, agency name, and location in item 30.*		
22. Do you receive retirement or do you have a pending application for retirement, pension, or other compensation based upon military, Federal civilian, or District of Columbia Government service? *If "Yes," explain in item 30.*		
23. Within the last 10 years, have you been fired from any job, or have you quit after being informed that your employer intended to fire you for any reason? *If "Yes," in item 30 give the name, address, and telephone number of employer, date, and reason in each case.*		
IF YOUR ANSWER TO 24a or 24b, IS "YES," GIVE DETAILS IN ITEM 30. SHOW FOR EACH OFFENSE: (1) DATE; (2) CHARGE; (3) PLACE; (4) COURT; AND (5) ACTION TAKEN. **24a.** Have you ever been convicted, forfeited collateral, or are you now under charges for any felony or any firearms, or explosives offense against the law? (A felony is defined as any offense punishable by imprisonment for a term exceeding one year, but does not include any offense classified as a misdemeanor under the laws of a State and punishable by a term of imprisonment of two years or less.)		
b. During the past ten years have you been convicted, imprisoned, on probation or parole or forfeited collateral, or are you now under charges for any offense against the law not included in a above?		
NOTE — When answering a and b above, you may omit: (1) traffic fines for which you paid a fine of $100.00 or less; (2) any offense committed before your 18th birthday which was finally adjudicated in a juvenile court or under a youth offender law; (3) any conviction the record of which has been expunged under Federal or State law; and (4) any conviction set aside under the Federal Youth Corrections Act or similar State authority.		
25. Does the Bureau of the Census employ any relative of yours (by blood or marriage) in your area? *If "Yes," give in item 30 for each relative: (1) full name; (2) address, including ZIP Code; and (3) relationship.*		
26. Are you an official or an employee of any State, territory, county, or municipality? *If "Yes," explain in item 30.*		
27. Are you now barred by the U.S. Office of Personnel Management (formerly the Civil Service Commission) from taking examinations or accepting a civil service appointment? *If "Yes," explain in item 30.*		
28. While in the military service were you ever convicted by a general court-martial?		
29. Are you delinquent on any debt owed to the federal government?		

30. EXPLANATIONS OR ANSWERS TO ITEMS 1 THROUGH 29 — *Attach additional sheet if needed.*

Item No.	Explanation

ATTENTION — THIS STATEMENT MUST BE SIGNED IN INK

Read the following paragraph carefully before signing this Statement.

A false answer to any item in this statement may be grounds for not employing you or for dismissing you after you begin work, and may be punishable by fine or imprisonment (U.S. Code, Title 18, Sec 1001). All statements are subject to investigation, including a check of your fingerprints, police records, and former employers. All the information you give will be considered in reviewing your Statement and is subject to investigation.

CERTIFICATION	Signature *(Sign in ink)*	Date signed
I CERTIFY that all of the statements made in this application are true, complete, and correct, to the best of my knowledge and belief, and are made in good faith.		

FORM BC-170 (12-15-87)

OMB No. 0607-0139
Approval Expires 11/30/9(

Census Jobs

WORK AS A CENSUS EMPLOYEE

The Census Bureau is currently conducting tests and will conduct the 1990 census in the near future. Local residents will be hired as crew leaders and enumerators to visit households and conduct interviews to obtain census information. Also, some clerks and data keyers will be hired to work in the temporary census office. Help serve your community and apply now!

YOUR TRAINING

You will attend a paid training session where you will learn about census work. A crew leader or other supervisor will train you, assign work, answer questions, and supervise and review your work.

WHEN YOU WILL WORK

Most jobs will last three weeks or longer. In most instances, you must work up to 40 hours per week. If you are hired as an enumerator or crew leader, you will need to work many evenings and weekends. Because you need to be available to work when people are home, it is generally best if you have no full-time job or other such commitment. Most employees will not work more than 40 hours per week.

YOUR BASIC PAY

All: You will be paid an hourly rate. Social Security deductions are taken from your earnings. Federal, State, and local income taxes, where applicable, are also deducted. You will be reimbursed for authorized mileage and other expenses incurred while working.

Field workers

Enumerator: Average earnings will vary, depending on how many hours are worked. For close to full time work, you will earn from $220 to almost $250 per week.

Crew leader: For close to full time work, you will earn from $250 to almost $300 per week.

Office workers: Office personnel pay ranges from $5.00 to over $6.00, and in the largest cities almost $8.00 per hour.

EXTRA PAY

In addition to hourly pay, field workers may earn additional payments for some operations ranging from $50 to more than $300 in a few weeks, depending on the assignment. These payments will be dependent on production, quality, and timeliness.

YOUR DUTIES

When you have completed your training you will be assigned specific work in the office or in the field. If you work in the field, there is a possibility you may work in the same area where you live. Whatever assignment you accept, you will be expected to be accurate and thorough in your work. You also must meet minimum production standards established by the Census Bureau.

When you accept a job, you are expected to continue working until you successfully complete your assignment.

The information you collect is confidential and must not be disclosed to anyone except a sworn Census Bureau employee, and then only in the course of duty.

EQUAL OPPORTUNITY EMPLOYER

The Bureau of the Census does not discriminate on the basis of race, color, religion, national origin, marital status, sex, age, or any nondisqualifying mental or physical handicap.

Can you qualify for Census work?

1. United States citizens will be given preference for census jobs. However, noncitizens may be considered if qualified citizens are not available, particularly in areas where bilingual ability is a necessary qualification. All applicants must present documentation of employment eligibility. The types of acceptable documentation are listed on the reverse side.
2. Applicants must take a written test to show their ability to read, follow written instructions, do arithmetic, and perform in other areas related to census work.
3. One must be physically fit for the job. Enumerators must be able to walk and climb stairs. Most jobs require the ability to read small print on census forms, and the ability to speak and hear normal conversation.
4. An applicant should be at least 18 years old. Persons may be hired at age 16 if they meet conditions of employment set by State and local laws and are high school graduates or have equivalent education or work experience.
5. Ideally, applicants should be available to work 30 to 40 hours per week, however, persons available to work 20 to 30 hours are encouraged to apply.
6. Applicants should have a satisfactory work record for the past 5 years. Poor job performance, dishonesty, criminal or immoral conduct, or unreliability could be a basis for nonselection.
7. Conviction of a violation of the law since age 18 for something other than a minor traffic violation could be a basis for nonselection.
8. A person may not engage in any partisan political activity during any 24-hour period in which work is performed.
9. All males born after December 31, 1959, must be registered with the Selective Service System. Applicants aged 26 and older who are not registered cannot be hired.
10. An applicant must not be employed as a tax assessor, tax collector, or law enforcement officer to be eligible for enumerator or crew leader jobs.

FORM BC-170D
(12-15-87)
EXCEPTION TO SF-171
APPROVED BY GSA/ARMS (12-87)

Privacy Act statement is on reverse side.
Please detach and keep this section.

U.S. DEPARTMENT OF COMMERCE
BUREAU OF THE CENSUS

PRIVACY ACT STATEMENT

Solicitation of this information is authorized by Section 23 of Title 13, U.S. Code, which authorizes temporary appointments in the Census Bureau. The information will be primarily used to determine your qualifications for employment and may also be used to identify you to other sources asked to comment on your qualifications, e.g., educational institutions, former employers, and law enforcement agencies, or to a court during legal proceedings. Furnishing this information is voluntary, but failure to provide any part or all of the data sought will result in your receiving no further consideration for employment.

EMPLOYMENT ELIGIBILITY VERIFICATION (FORM I-9)

The following types of documentation can be used to prove identity and eligibility requirements for employment. Provide one document from List A **or** one document from List B **and** from List C to meet Form I-9 requirements.

List A
Identity and Employment Eligibility

- United States Passport
- Certificate of United States Citizenship
- Certificate of Naturalization
- Unexpired foreign passport with attached Employment Authorization
- Alien Registration Card with photograph

List B
Identity

- Driver's License or State ID
- School ID with a photo
- Draft Card
- U.S. Military Card
- Voter Registration Card
- U.S. Military Dependent's ID Card
- Native American Tribal documents
- U.S. Coast Merchant Marine Card
- Driver's License issued by a Canadian Government authority

AND

List C
Employment Eligibility

- Original Social Security Card
- Birth Certificate with official seal of issuing authority
- Certification of birth by State Department
- Certification of birth abroad by State Department
- Native American Tribal document
- Unexpired INS employment authorization
- Unexpired Reentry Permit (INS Form I-327)
- Unexpired Refugee Travel Document (INS Form I-571)
- U.S. Citizen Identification Card (INS Form I-197)
- Identification Card for use of Resident Citizen in the U.S. (INS Form I-179)

Sample Questions

PART I—CLERICAL SKILLS

(This section tests your ability to alphabetize, serialize, and match.)

Try to match the numbers in Column A to those in Column B. Then answer the question below.

Column A	Column B
75823	87537
82537	85537
73358	75823
85537	73358
87537	82357

Which number in Column A has no match?

(A) 82537
(B) 85537
(C) 87537
(D) None of the above

ANSWER *a*

PART II—READING

(This section tests how well you read. The items include vocabulary, comprehension and following instructions.)

Read the following statement and choose the answer which BEST supports the statement.

Enumerators canvass their assigned areas, one block at a time, looking for every structure in which people live or could live, and comparing what they find in the area with what is listed in their address registers. The address register is supposed to show the address of each structure within an assigned area where people live or could live, but it has to be updated. As the enumerators travel through each block, they list in their registers the address for each structure that is not already on the list, and delete any listings for structures which cannot be located.

As described above, enumerators must—

(A) correct the address registers based on their findings in canvassing each block.
(B) record in the address registers the addresses of every structure where people live or could live.
(C) delete those addresses from the address registers at which no person lives.
(D) make certain that every block in their assigned areas is listed in the address registers.

ANSWER *a*

To ENUMERATE means most nearly to—

(A) survey
(B) assess
(C) compute
(D) count

ANSWER *b*

PART III—NUMBER SKILLS

(This section includes addition, subtraction, multiplication and division problems. Some problems involve no computations, just an understanding of numerical concepts.)

Multiply the numbers below.

1.5×6.3

(A) 945
(B) 9.45
(C) 94.5
(D) 945

ANSWER *b*

PART IV—INTERPRETING INFORMATION AND EVALUATING ALTERNATIVES

(This section tests your ability to use good judgment in interpreting information in order to determine the best of several possible alternatives.)

A group of applicants for census jobs was taking a test. Anita Allen did not complete her test until 20 minutes after the rest of the group. Based on the information provided, which of the following is a reasonable statement about Anita's performance?

(A) She is much more careful about her work than others in the group.
(B) She is probably not as smart as the rest of the group.
(C) She worked more slowly than the rest of the group for some reason.
(D) She was probably bothered by some personal problem which kept her from working faster.

ANSWER *c*

PART V—ORGANIZATIONAL SKILLS

(This section determines your ability to use logical reasoning in order to analyze, summarize, and/or organize information to solve a problem or follow an instruction.)

In the set of numbers below, choose the number that does not follow the pattern.

40, 140, 239, 340

(A) 40
(B) 140
(C) 239
(D) 340

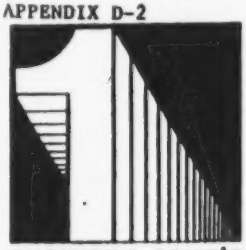
ANSWER *c*

CENSUS '90

EQUAL OPPORTUNITY EMPLOYER —

The Bureau of the Census does not discriminate on the basis of race, color, religion, national origin, marital status, sex, age, or any nonduequalifying physical or mental handicap.

APPENDIX D-2



everyone counts

21st Decennial Census — 1990

Employment Test Information for Census Job Applicants

Each applicant for Census Bureau employment must take a written test. This brochure describes the test, and gives examples of the kinds of questions found in each section of the test. (None of these questions are actual test questions.) It also provides information on the various jobs for which the Bureau of the Census will be hiring.

The test consists of 28 questions designed to measure the skills, abilities and knowledge required to perform a variety of census jobs. There are five parts to the test: reading, clerical, number, evaluative, and organizational skills.

The questions are multiple-choice. This means that for each question there are several choices from which you have to select the best answer. Record your answers on the test answer sheet.

You have 30 minutes to complete the test. Applicants applying for data transcriber positions must also take an automated keying test.

To receive veterans preference for hiring purposes, applicants must bring a DD-214, Armed Forces Service Record, or equivalent to the testing site for proof of qualifying service.

UNITED STATES DEPARTMENT OF COMMERCE
Bureau of the Census

D-262 (10/87)

UNITED STATES DEPARTMENT OF COMMERCE
Bureau of the Census
Washington, D.C. 20233

SUMMARY OF 1990 CENSUS PLANS

FOR COUNTING SHELTERS FOR ABUSED WOMEN

The Census Bureau will count pre-identified shelters for abused or battered women for the 1990 census as a part of the special operation, "Shelter and Street Night Enumeration." The count will occur from 6 p.m. on March 20, 1990 through noon on March 21st.

OBJECTIVES OF THE COUNT OF SHELTERS FOR ABUSED WOMEN:
There are three primary objectives: (a) to maintain strict confidentiality of the addresses of the shelters and to reduce their contact with Census Bureau employees; (b) to be sure that women and children in these shelters are included in the decennial census; and (c) to provide data on the count and characteristics of persons in such shelters.

OPTIONS FOR ENUMERATION:
Shelters for abused women may choose one of the four options listed below for enumeration. Shelters should notify the Census District Office (DO) for their area by December 1989 if they wish to participate in Options 1 or 2.

1. Recommend persons the Census Bureau could hire as census takers for all the shelters in a census DO area. The person recommended would need to be knowledgeable about the confidential locations of all the shelters for abused women in an entire census DO area. The person would have to apply to the Census Bureau and meet standard hiring requirements. The person selected would be a sworn census employee and would work with an office supervisor to delete shelter addresses from the Census Bureau's lists from further followup. The count would be conducted on March 20-21, 1990. This option best meets the objectives above.

2. Request self-enumeration for March 20, 1990. The Census DO will provide instructions for self enumeration by shelter operators (who must also swear to keep the data confidential). The count would occur on March 20, 1990. The shelter will have to provide their address (which is confidential) so that they will not be contacted again.

3. Be counted by regular census takers on "Shelter and Street Night" on March 20, 1990 from 6 p.m. to midnight. The Census Bureau has a list of some shelter addresses and they will be counted by Option 3 unless they choose option 1 or 2 above.

4. Be counted as of April 1, 1990 during regular census operations as a housing unit rather than be included in the count of shelters for abused women. Regular census takers must visit the shelter to be sure that all persons were

listed. In this case, census takers ask for names and ask if persons have another usual address (if they do, that address will be listed and they will be counted there).

The shelter address is required under all options. It is used to avoid further field followup and later, in tabulating counts and characteristics for statistical areas. Under Options 1, 2, and 3, persons are not asked if they have a usual home elsewhere and they may choose to use a number rather than their name. Chart 1 below summarizes the differences among the options.

Under any option, all information, including the address of the shelter and information collected about the shelter residents, is confidential under Title 13 of the U.S. code. No power can obtain personally identifiable information or addresses from the Census Bureau. The airtight law includes the White House, the judicial system, police and military, Internal Revenue Service, immigration, and welfare agencies -- everyone. Information is exempt from the Freedom of Information Act as well as court subpoenas. Census employees are subject to a $5,000 fine and/or up to 5 years imprisonment for any disclosure of census answers. The Census Bureau has a proud tradition of maintaining the confidentiality of answers.

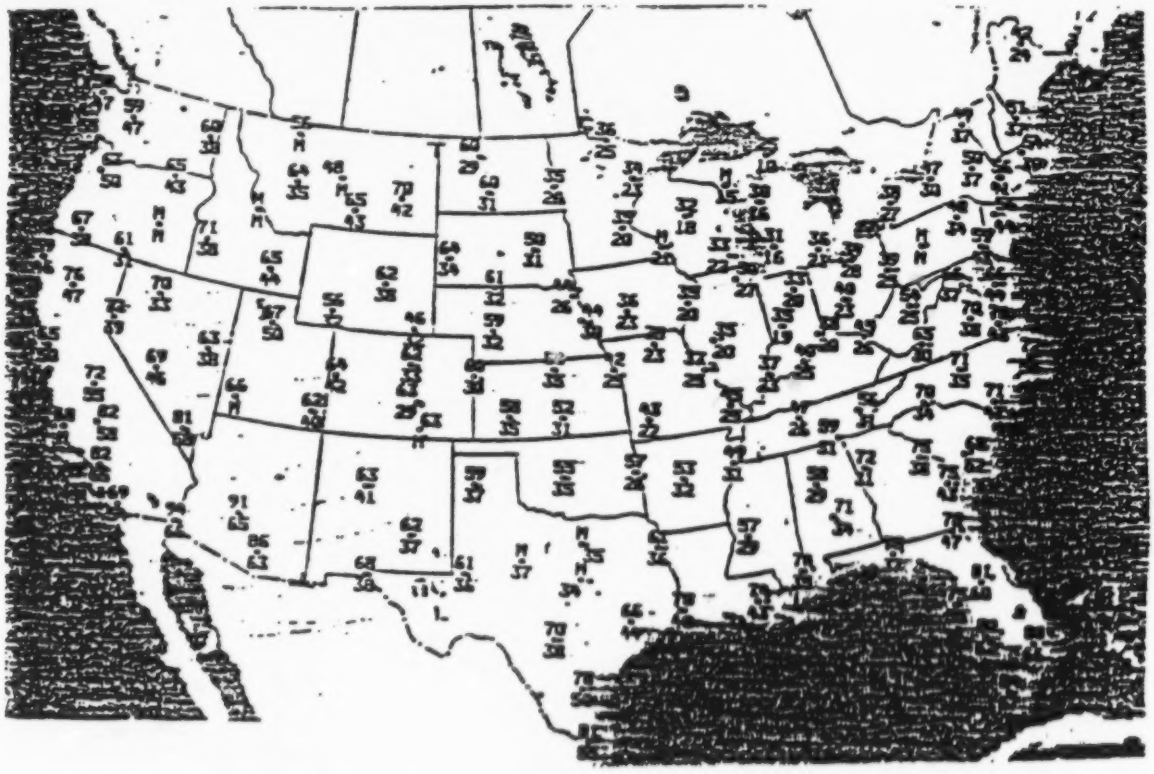
The National Coalition Against Domestic Violence will notify their membership about the plans for the decennial census and encourage them to use option 1 or 2 above to be sure that the count is done by persons knowledgeable about the needs of the shelters and to ensure that national data will be available on shelters for abused women.

SUMMARY OF OPTIONS:

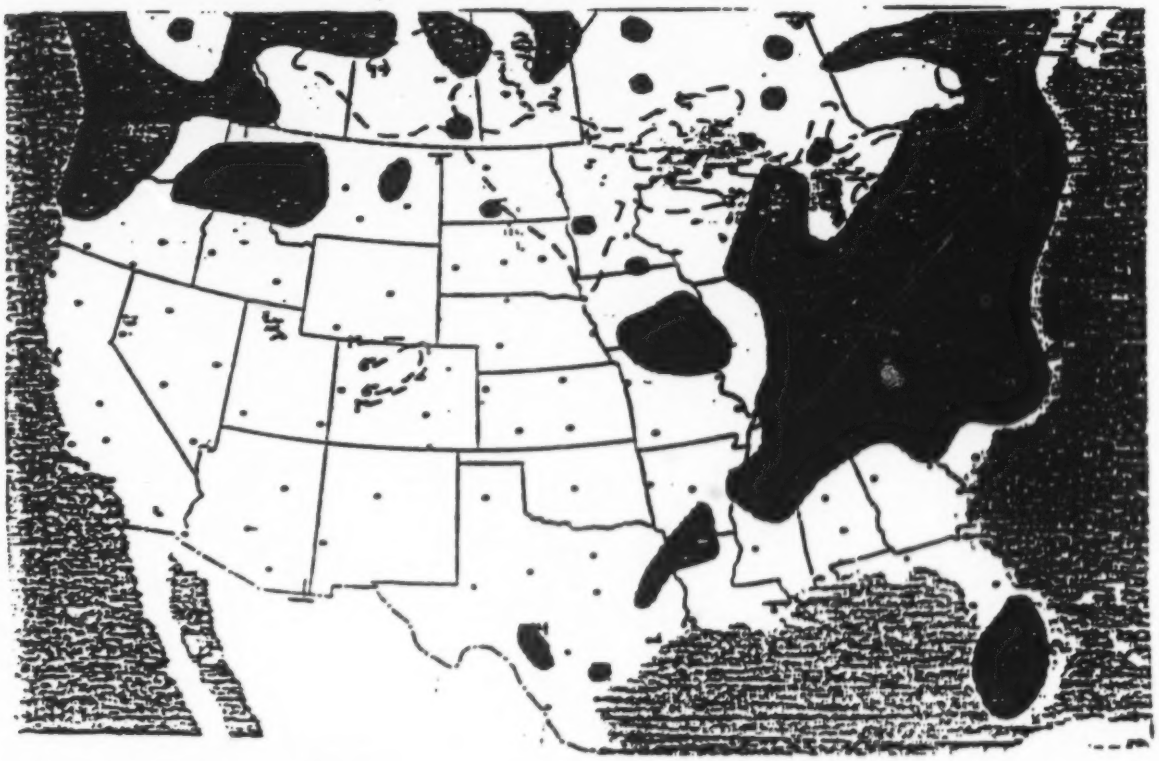
	Option 1	Option 2	Option 3	Option 4
Enumeration time?	3/20-21/90	3/20/90	3/20/90	4/1/90
Enumeration by--				
A. Recommended person	X			
B. Shelter operator		X		
C. Regular census taker			X	X
Address of shelter required?	yes	yes	yes	yes
Name/usual address of resident required?	no	no	no	yes
Visited 1/90 for Special Place Prelist to determine group quarters and housing units at address by--				
A. Recommended person	X			
B. Regular census taker		X	X	
C. Not visited 1/90				X

For further information contact:

Highest and Lowest Temperatures for Tuesday, March 20, 1990



Precipitation Areas for Tuesday, March 20, 1990



Source: National Weather Service

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U. S. DEPARTMENT OF COMMERCE
BUREAU OF THE CENSUS

SUMMARY OF 1990 CENSUS PLANS FOR ENUMERATION OF SELECTED COMPONENTS OF THE HOMELESS POPULATION

21st Decennial Census — 1990

Information has been lacking about the numbers and characteristics of the nation's homeless population. The Census Bureau is actively building a nationwide operation for the 1990 census to provide demographic, social, and economic data on **selected components** of the homeless population.

There is no generally agreed-upon definition of "homelessness." As such, the Census Bureau will not provide an official definition or total count of "the homeless." Rather, we will provide data users the building blocks to construct a count of "homeless" appropriate to their purposes.

The Census Bureau will count components of the homeless population in two major operations, one, a special night-time operation, and one that is part of the regular enumeration process.

First, we will conduct one special operation ("shelter and street night") on March 20, 1990 to count persons in pre-identified emergency shelters (public and private) and open locations in the streets or other places not intended for habitation. This special operation includes all hotels/motels costing $12 or less per night, hotels/motels used entirely to shelter the homeless (regardless of cost), pre-identified rooms in hotels/motels used for homeless persons and families, and shelters for abused women. Enumeration will occur when the population is generally settled for the night. For shelters, enumeration will usually occur from 6 p.m. to midnight; street enumeration, from 2 a.m. to 4 a.m.; abandoned and boarded-up buildings from 4 a.m. to 6:30 a.m.

Other components which are sometimes included in the count of the homeless population will be enumerated as part of the regular census operations. These include "doubled-up families" and persons with no usual home living in tents at commercial campgrounds. In institutions, such as local jails, which may provide temporary shelter, we will not know who has a usual home. Such persons will be counted but cannot be identified separately as homeless.

Before the "shelter and street night" enumeration, we will work with local officials, persons who work with the homeless, and the homeless to identify the shelter and street locations to be visited during the operation. We will encourage those who work with the homeless, and the homeless themselves, to apply for work as enumerators.

We will attempt to ask all persons in shelters and all persons living on streets the basic demographic questions. Additional questions about social and economic characteristics will be asked only for a sample of persons in shelters.

In the street enumeration, sleeping persons will not be awakened to answer questions. Rather, enumerators will estimate as best they can the person's age, sex, and race. We will follow the same procedure for persons who are not in a state of mind to answer questions. If a sleeping person is covered up so that characteristics cannot be determined, the person will be counted and characteristics will be assigned later by a computerized algorithm.

We will tabulate information about the count and the characteristics of the population of each of the selected component settings in which the homeless live. Data will be available for persons and families living in shelters and low-cost hotels and motels, in nonsheltered locations, in shelters for abused women, and so forth. For all except the population living in the streets, information will be available from the 1990 census about characteristics such as educational attainment, veterans status, source of income in 1989 (if any), and work activities and unemployment cross-classified by sex, race, Hispanic origin, and broad age groups.

Persons, or entire families, who are doubled up in housing units with friends or relatives are considered "homeless" by some and "precariously housed" by others. These families will be enumerated in the regular census operations. We will provide tabulations of all housing units with more than one related family or with unrelated persons cross-classified by characteristics such as income, poverty status, and the percentage of family income spent on housing. Researchers and planners can use these data as indicators of the precariously housed or homeless as they see fit.

In summary, the 1990 census will provide a count and basic characteristics of selected components of the homeless population at the national and local levels. We are measuring components of the homeless on one night, not the dynamics of homelessness. The homeless, and especially those living on the streets, are among the most difficult populations to count completely because of the obvious physical dangers to enumerators working at night and because some people will avoid the census. We expect that the count of the "street" component will be very conservative. A general-purpose survey such as the census cannot provide comprehensive data on the homeless. Data users will obtain basic data on components of the homeless population throughout the United States collected in a uniform manner as of the same date. They will have the flexibility to combine selected components or analyze components separately.

For more information:

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CENSUS '90